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ABSTRACT

Fifth in a series of five, the document identifies and discusses some important issues relating to cooperative adult education programs. Issues under consideration include: (1) scope of cooperative education for adults; (2) cooperative adult education and work; (3) why do industry and education cooperate; (4) who benefits--who pays; (5) the industry view; (6) public support of cooperative programs; (7) conflicting agency goals--a systems view; (8) agreements; (9) the union role; (10) program committees: who needs them; (11) leadership in cooperative programs; (12) staff backgrounds; (13) location of cooperative programs: on/off plant site; and (14) developing inter-agency contacts. These issues and discussions are not intended to provide exhaustive coverage but rather to present initial ideas to be considered in the development and planning of cooperative adult education programs. (KH)

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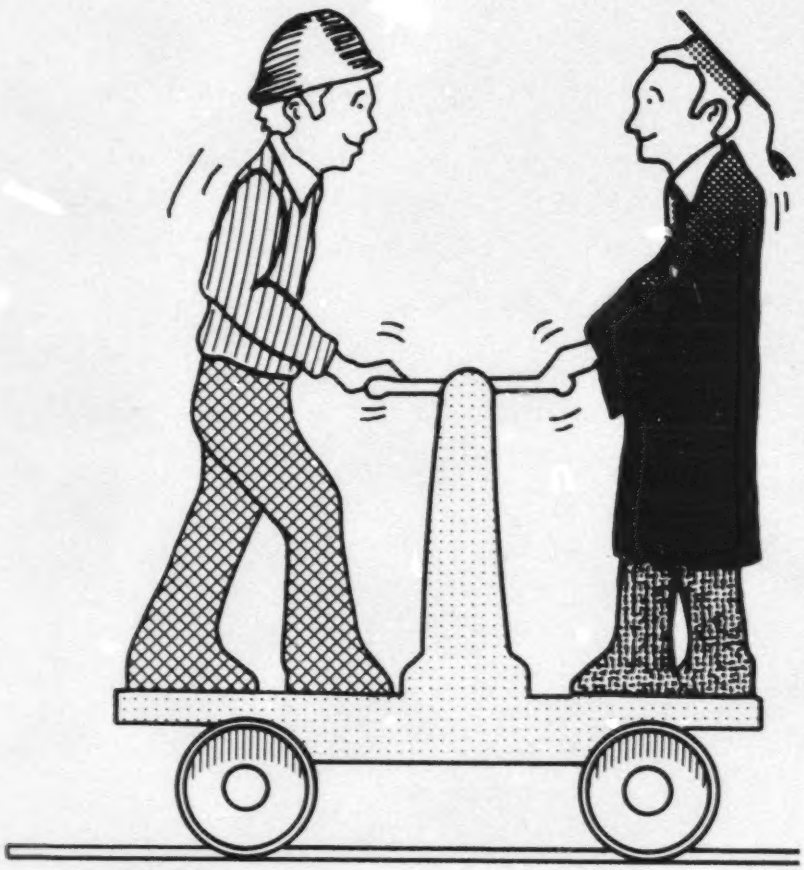
DISCUSSION OF INDUSTRY-EDUCATION COOPERATION FOR ADULT LEARNING



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DISCUSSION OF

INDUSTRY-EDUCATION COOPERATION

FOR ADULT LEARNING

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We would also like to make special recognition of the dedicated assistance of Mrs. Wymer, Project Secretary, in the extensive efforts to identify and contact local cooperative programs.

Special thanks go to the fourteen consultants who assisted the project staff in developing criteria for identifying, selecting and reviewing Cooperative Programs throughout the Nation. A list of the consultants is found in Appendix A of this publication.

These cooperative adult education publications are available under the sponsorship of the United States Office of Education in cooperation with The Center for Vocational Education and The Ohio State University.

Robert E. Taylor
Director
The Center for Vocational
Education

PREFACE

Cooperation between private industry and state supported educational agencies for programs to serve adults with less than a high school education is a reality in many of the fifty states and territories. The purposes of these programs vary from specific skill training to preparation for taking the General Equivalency Development Test. Whatever the purposes, the way in which these programs are developed and carried out may serve to aid similar efforts in the future.

This publication is the fifth in a series of five (5) products which grew out of the Cooperative Adult Education Project* carried out by The Center for Vocational Education at The Ohio State University and sponsored by The United States Office of Education. The other four products include:

- A Partial Listing of Cooperative Adult Education Programs (No. 1)
- Abstracts of Selected Cooperative Adult Education Programs (No. 2)
- Case Studies of Selected Cooperative Adult Education Programs (No. 3)
- Guidelines for the Development and Study of Cooperative Adult Education Programs (No. 4)

All five (5) of these publications are available from The Center for Vocational Education, Product Utilization Section, at cost.

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*Project Title: Identification and Assessment of Existing Models of Cooperative Industry and State Administered Adult Education Programs.

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INTRODUCTION

> I propose a great new partnership of labor and educators. . . . Accordingly, I have asked the Secretaries of Commerce, Labor and HEW to report to me new ways to bring the world of work and the institutions of education closer together.

With these words President Gerald Ford in August 1974 proclaimed a new emphasis for industry/education cooperation across the United States.

As with any new thrust, it is important to look at what is currently happening and to study those efforts which may offer models for future development and refinement. No new emphasis can begin in a vacuum, without knowing what has happened and what is currently happening. Otherwise, the "wheel" is constantly being reinvented, and there is a loss of the experience persons in the field have built.

Thus, the overall goal for this Center for Vocational Education project sponsored by the U.S. Office of Education was to identify, study and disseminate information about programs which are currently in existence in order that the programs themselves may act as models and their experience may improve future collaborative efforts.

Programs Under Study

The field of industry/education cooperation is very large and may be represented as a pie in Figure 1. Included in this pie are pieces (or programs) such as distributive education for high school students. Even the field of cooperation for adult education is large. There are management development programs, college/industry exchange, and tuition reimbursement plans available in almost all industries and businesses. Thus, interaction is ongoing everyday and covers many levels of cooperation--from fee reimbursement to actual teacher/worker exchange. Therefore, it would be nearly impossible to cover the whole range of adult education in cooperation with business and industry in one study.

This project focused its attention on one piece of the pie, or area of industry/education cooperation, as represented in

FIGURE 1.

THERE ARE MANY TYPES OF COOPERATIVE PROGRAMS

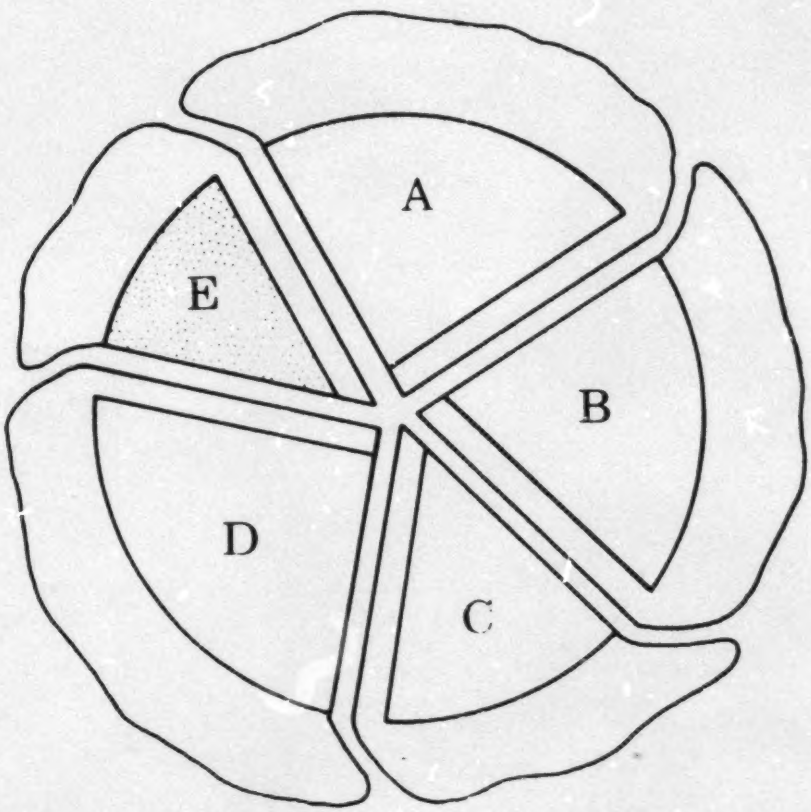


Figure 2. Not that any of the other pieces, or types of programs, are less important but in order that a more complete study may be undertaken, and to provide the specific information requested by the U.S. Office of Education, the project was limited to this one area of cooperative education efforts.

The programs under study may be further defined by the following parameters:

1. Programs must be cooperative between a private business, industry or group of industries and a state affiliated educational agency such as a local school, a community college or state department. Some possible programs which would be ruled out by this parameter include programs with labor organizations, community service organizations, other parties of state government, and programs which are basically of a federal nature, that is programs such as the Manpower Development Training Act (MDTA) and the National Alliance of Businessmen (NAB). However, it may be that federal funds are funneled through the state for programs which are included in this study. The difference is mainly that control would remain at the state or local level rather than in Washington.

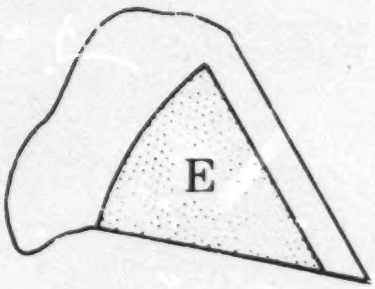
2. The cooperative arrangement may be formal or informal but the result must have both organizations contributing one or more of the following: direct funding, participant or teacher release time, intensive planning, facilities, equipment or materials. Programs which may be excluded by this parameter are those where the private industry simply pays tuition for its employees who take courses on their own.

3. The program must be primarily for participants who are adults (i.e., over 16 and assuming adult roles); who have less than a high school education and who are not enrolled in a full- or part-time traditional diploma-seeking program. This parameter would exclude programs for anyone with more than a high school education in the graduation certificate sense. Also, it would rule out distributive education programs for high school seniors who may indeed be over 16 but are still in a traditional diploma program.

4. The program may include any one or more of the following areas: job skills training, basic education, computational skills, writing, reading, speaking, or English as a second language. The teacher of these may be in form of preparing for the General Equivalency Development Test (GED), skills training, any of the skill trades, on-the-job training, pre-employment education, or job upgrading. This parameter would exclude programs for leisure activities.

FIGURE 2.

COOPERATIVE PROGRAMS
FOR ADULTS WITH LESS THAN
A HIGH SCHOOL EDUCATION



All of the parameters listed must be met for a program to be included in the study. They were designed to focus the effort on a specific population of programs aimed at aiding educationally disadvantaged adults. There are many fine programs across the United States which do not fit all of these parameters and they are worthy of close attention, but this project sought to direct its study to those which met the above criteria.

The Method

As an introduction of how the product herein enclosed came about, a review of the project method is provided. The reader may wish to review this section before delving into the product as it may answer many questions.

The project may be thought of in two phases, identification and study. The identification phase consisted of contacting some 15,000 persons, inquiring as to whether they knew of programs which met the parameters listed above. Contacts were made with all public community and junior colleges in the American Association of Community and Junior Colleges, all public school districts with over 3500 students, all members of the National Council of Local Administration in Vocational Education, all state and regional directors of adult and vocational education as well as a host of other suggested and identified persons.

Once a reply was received from the original mailings, follow-ups were sent where people said they personally did not have a program but knew of someone who did. This follow-up process refined the list down to some 238 persons who were identified as potential directors of cooperative adult education programs as have been defined above.

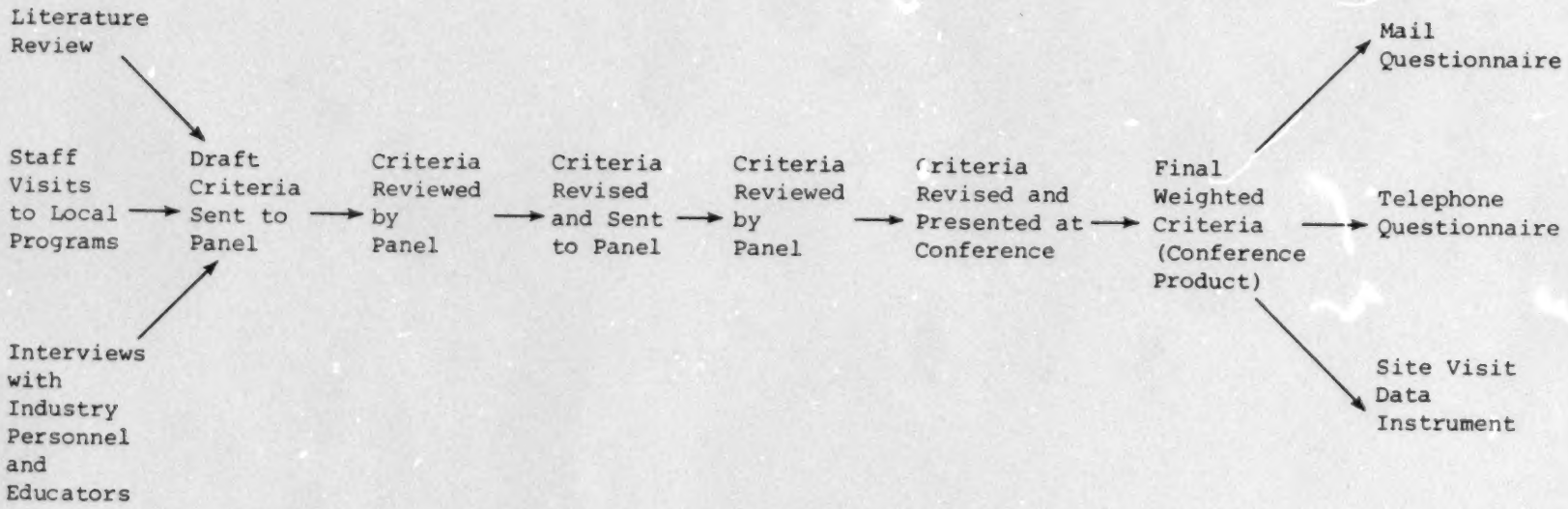
With all of these contacts, mailings, and follow-ups, it is still clear that not all programs in the United States have been identified. As was stated in the Preface of this publication, the goal of the project was not to identify all the cooperative programs in America, but to study a sufficient number to provide information for decision making and fostering other such efforts.

The study phase of the project began with development of criteria by which the identified programs could be examined. The process by which these criteria were developed may be seen in Figure 3.

A literature survey was performed on cooperative adult education, the project staff made visits to local sites and interviews were conducted with industry and education personnel. The information gained in this way was used to produce a set of draft criteria which was then to a select panel in the first step of a modified Delphi type technique.

FIGURE 3

CRITERIA DEVELOPMENT PROCESS


Literature Review
Staff Visits to Local Programs
Interviews with Industry Personnel and Educators
Draft Criteria Sent to Panel
Criteria Reviewed by Panel
Criteria Revised and Sent to Panel
Criteria Reviewed by Panel
Criteria Revised and Presented at Conference
Final Weighted Criteria (Conference Product)
Mail Questionnaire
Telephone Questionnaire
Site Visit Data Instrument

The panel was made up of representatives from industry, adult educators, state department of adult education directors, labor organizations and local program directors. This panel was selected for their representative views and expertise in cooperative education. A listing of the panel may be seen as Appendix A.

As Figure 3 shows, there were two revisions of the criteria by the panel members individually and a conference was held when the criteria were finalized and weighted. These final, weighted criteria were used to develop the three information-gathering devices.

The mail questionnaire was sent to the 238 program directors which were specified from the identification phase. Seventy-one of the program directors responded that they were currently carrying on programs which met the parameters. Many directors reported more than one program. Thus, a total of 108 programs were identified and reported in the product named A Partial Listing of Cooperative Adult Education Programs.

From this group of 108 programs, 29 programs at 29 different sites were selected for telephone interviews. The project staff contacted the 29 program directors and gathered information by means of an interview schedule developed using the criteria which the panel had arrived at. Thus, as shown in Figure 3, criteria which were developed and weighted by the panel were the basis for both the mail and telephone questionnaires.

The information gained from these 29 telephone interviews was then formed into the abstracts which became the product known as Abstracts of Selected Cooperative Adult Education Programs. The directors of the programs reviewed and corrected these abstracts prior to their publication.

A final step in the study came with the selection of five programs out of the 29 to receive an on-site visit by members of the criteria development panel and project staff members. The five site visits, conducted during May and June of 1975, were of two to three days duration and resulted in the development of five case study reports which make up the product known as Case Studies of Selected Cooperative Adult Education Programs.

The Criteria

The development of the criteria by the panel followed something of a needs assessment process in that the main question asked was, "What ought (in the ideal sense) to be a part of a good cooperative adult education program?" Thus, the concern was not what exists but rather what ideally should exist. This

allowed the criteria to be used, not in an evaluation sense, but as a guide to look at what does exist. The criteria identified twelve wide areas of concern and under each of these a varying number of more specific statements clarified the general topic. These specific statements formed the basis for the development of the questionnaire, telephone interview and site visit data gathering instrument.

The twelve areas of concern developed by the panel for use as criteria are as follows:

1. Needs Assessment
2. Objectives
3. Staffing
4. Procedures and Materials
5. Pre-Planning
6. Funding
7. Administration
8. Job Placement
9. Communication
10. Evaluation
11. Accepting and Screening Participants
12. Counseling

It is important to repeat that these criteria were used to study the programs, not evaluate them. They represent the panel members combined thinking as to important aspects of cooperative adult education programs.

GUIDE TO THE DISCUSSION OF ISSUES

During a comprehensive study like this one, a number of issues and concerns arise about which a project staff often says: "That is important but it doesn't fit within any of the proposed products!" What seems to happen is that these important considerations find their way into an undistributed final report or, even worse, forgotten in some file. This publication may, in one sense, be an attempt by this project staff to avoid these fates.

The purpose of this product is to identify some important issues relating to cooperative adult education and to discuss these in just enough detail to begin the conversation. In no way are these short discussions intended to be the "final word." Rather, these are meant to be the "beginning word," a point of departure so to speak, from which a more thorough dialogue on cooperative adult education can emerge.

To some, the discussion on each of these issues may appear short or incomplete. If the result of this feeling is the desire for more information and more dialogue then the product will have met one of its goals. A long, drawn-out and detailed explanation of each of the issues would be very possible by this project staff. However, that kind of presentation may, in fact, dull the curiosity of the reader and would certainly result in a great deal more author bias.

With respect to bias by the authors about this document it can not be denied that it exists. It would be impossible to conduct a study of this nature, writing, phoning and visting programs, and not develop some feelings or personal opinions. However, an honest attempt is made in this document to discuss the issues as free of author opinion as possible.

Definition of Terms

Industry: Throughout this document the word industry is used as a shorter way of saying "business and industry." The use of industry refers to all private organizations which are generally known as a business or industry under common usage.

Class: In the study of cooperative programs it was quickly discovered that there were few, if any, typical "classes" as the standard usage of the word would mean to an elementary or secondary educator. However, the word class is used in this document to refer to the program meeting arrangements. This might be a learning lab environment, vestibule training or any of a wide range of possible conditions.

Summary

The authors of this publication hope this document will spark new conversation concerning cooperative adult education. We believe the future is bright in this area, but there are pitfalls and concerns which will need to be addressed before the potential can be met. This document is an effort to start the discussion on these issues.

ISSUES RELATING TO

COOPERATIVE ADULT EDUCATION

SCOPE OF COOPERATIVE EDUCATION FOR ADULTS

NON-TRADITIONAL

The development of joint or cooperative educational programs for adults, not in a traditional high school or college degree framework, covers a wide range of learning opportunities. Education and learning is increasingly more often taking place outside the traditional classroom where the individual works, plays, lives, recreates, and worships.

The focus of this project was on adults with less than a high school education participating in programs jointly sponsored by education and industry. Programs of specific interest are discussed in the introduction to this publication.

During the process of conducting this project other cooperative educational arrangements were identified and are discussed briefly in this section. Programs discussed here are in addition to those activities for adults that include basic education, English as a second language, GED preparation, and skill training.

PRE-PLANT OPENING

Several states offer comprehensive educational services to industry or businesses moving into their area. For example, a designated state planning group will meet with industry representatives during or after the selection of a plant site. The representatives will meet to determine the type of industry or business, product to be developed, manpower requirements and time needed to build the production or service facility. At this meeting, the type of skills necessary for the business or industry are identified. As the facility is being built, necessary personnel can be recruited, trained and placed on the job as soon as the plant is completed and ready for operation.

These planning services, in most cases, are free to the business or industry. In other situations the services can be on a contract basis with the state or a local firm providing the educational services.

INTRA-STATE PROGRAMS	Internal divisions of the state agencies cooperate with local schools, community colleges, industry and business to meet employee educational needs. As the need for various training and skills are identified within state agencies (e.g., Highway Department, Sanitation Department, Police and Fire Departments) administrators begin looking for organizations that can provide these services. In many instances, these organizations are local schools, community colleges, area vocational schools, industry and business. The resulting program is jointly sponsored where employers and employees are the beneficiaries of the educational experience. In one state for example, the highway department cooperated with a number of community colleges to provide a wide range of training for employees. These two state agencies demonstrate the idea of "internal" cooperation for adult learning.
MANAGEMENT LEVEL OFFERINGS	Industry jointly sponsors programs with local schools, colleges and universities other than those discussed in this project. Participation by industry in these activities is more than paying for books and tuition. Representatives of industry (e.g., corporate managers, personnel managers, supervisors) are actively involved in the design, conduct and evaluation of programs. Some of these programs include supervisory personnel training and mangement development. Very often these activities involve local colleges. Industry also sponsors, with the assistance of a second or third party, programs for spouses and children of employees. These programs may vary from basic education to graduate school and depend upon the individual industry. Programs to identify, train and promote women into supervisory, mid-management and top level management positions are also becoming more popular with industry. Business, industry, and the state educational agency have a real need to balance their staffs with women in all levels of operation and often this requires additional education for qualified women.

Many employees in business and industry do not speak or read English. Several state educational agencies are working with business and industry to offer programs with English as a second language to employees. These workers often have a sufficient education level from their home countries but the language presents a real barrier to promotion.

PRE-RETIREMENT

Another activity becoming more popular within industry are cooperative pre-retirement programs. These programs address the issue of preparing the individual to retire after 20 or 30 years of continuous employment within an industry or business. Spouses and children may be included in the pre-retirement programs.

The state education departments or designated agency (e.g., community college, local school), industry or business and the local communities are involved in meeting some of the basic educational, skill, avocational and social needs of the individual via cooperative programs. All participants in the cooperative venture benefit from such an effort: the individual becomes better skilled and adept in his area; industry has a better trained and functioning employee and the local community is composed of higher paid, more informed citizens. The scope of these cooperative adult programs is already large and there appears to be many new efforts which will be developing in the future.

COOPERATIVE ADULT EDUCATION AND WORK

The 1975 National Advisory Council on Adult Education recommendations begin with some overview statements about the nature of adult education in the United States. One of these statements is that "there are millions of Americans at the lower levels of schooling. This creates a major barrier for being able to work at all or improve one's lot-in-life when underemployed."

When this statement is carefully studied it promises that if the educational barriers are removed (that is, when someone completes high school or whatever), the participant will either attain new employment or will get a better job than the one he or she has now. Education in America has been "sold" on the basis that it will improve the client's economic condition. As the old saying goes, "that ain't necessarily so."

OVER SELLING EDUCATION

In recent months, more and more articles are being written on the declining "value" of education. Some say this is a declining value of non-vocational education. The truth of the matter is that education, all education, is not the direct antecedent to better economic conditions. That is to say, an individual's economic condition is affected by other variables to a greater extent than education.

Change magazine, September 1975 issue, contains a highlighted article entitled the "Declining Value of College Going." The premise is that the difference between the salary of college degreed persons and those with less education is shrinking. Why is this so amazing? Unions are stronger now than ever before and wages for blue collar workers are increasing steadily. Tie this to the fact that we are moving to a service-based economy where the emphasis is no longer on production and the result is a natural narrowing of the "salary gap." Further, there just aren't that many managerial jobs. Thus, college graduates are forced down the organizational ladder.

But how does this affect cooperative adult education for those with less than a high school

THERE ARE ONLY SO MANY "GOOD JOBS"

education? It is obvious. With more and more higher educated people being forced down the ladder, those now at the bottom are going to have less and less room to move "up." Again, there are only so many "good jobs." The result is that education can no longer be sold or thought of as "the one way" to economic success.

Other factors, such as economic conditions, motivation, union contracts, and number of jobs available, will be more and more the dominant factors affecting the individual's economic condition.

This is not to say education is not at all related to personal finances. Some of the programs studied under this project were clear examples of programs designed to aid the individual in just that way. One program was strictly skill training and did provide for upgrading. Another taught reading to help some workers gain better jobs.

However, many of the basic education and GED programs studied had nothing to do with economic betterment. In one program, a participant took the class because she wanted to read with her children. Another man wanted to learn Shakespeare.

IMPORTANCE OF SPECIFIC EXPECTATIONS

The major problem arose when the participants were not sure whether the program was going to help them economically or not. As one man said, two years following his involvement in a cooperative program, "I'm still in the same job, nothing has happened." The disappointment was obvious. This man expected a better job because he had more education.

Cooperative programs may be more susceptible to this problem than any other type of program. The reason is simple. The cooperation with an industry can indicate to the employee that his employer is condoning this effort as a way to a better job. When this is added to the "national thinking" that education and jobs are directly related, it's no wonder that the participant can

only see that "better job" as a result of participation. Then when it does not come, he or she feels "cheated."

The question now arises, can the situation be helped? A recent General Accounting Office report on Adult Basic Education offers a beginning solution when it strongly suggests that adult programs have clear and stated goals. This is not to say clear and stated objectives. An objective might be to teach each client to read at a certain level. It is even more important that the purpose of the program, as it relates to the client, be clear and stated. Is the program related to attaining a better job? Is the program purely to help the individual be a better citizen? All education will be improved when we start talking about the purpose as it relates to the individual client.

THE AMERICAN DREAM

Even with clearly stated purposes related to the individual, the problem will still exist. For as long as all education is talked about as a means to economic betterment, the participant will still dream of the "better job." This will be the case no matter how often the true purpose is stated.

Perhaps another reason for this is that educators do not feel comfortable saying that their service is for personal benefit. Not many educators want to say "you should take this reading program because it will help you become a better person, more informed, and better able to deal with your life." The problem here is that educators have been criticized for this as not being specific, and if they do address the "affective" it becomes difficult to evaluate. And yet during this project, so often participants would say things like "Now I can help balance my own checkbook, or talk with my husband about a newspaper story."

Cooperative adult education programs can offer much to a wide variety of people; but they are no panacea. They are not a rainbow with the economic "pot of gold." Now educators and industry personnel must be honest with the client and honest with themselves.

WHY DO INDUSTRY AND EDUCATION COOPERATE?

"BUCKS" & SERVICE

The "why" of industry and education cooperation for adult learning may be said to be situational. That is, the "why" depends on the two agencies in any given program. One industry's response will not be the same as another. As true as that might be, during the project to study these efforts there did seem to be some general reasons for the development of cooperative adult education programs.

On the educational agency side the reason for cooperation often revolved around one concern, money. School and college enrollments, up until a few years ago, were climbing steadily now enrollments are dropping. Colleges were particularly affected by the enrollment decline. Now more and more junior and four year colleges are looking to foster cooperative programs to maintain or increase enrollment levels.

Within the past ten years, there has been a marked increase in the number of cooperative programs. One program director, whose institution had been involved in cooperative programs for some time, has noticed a sharp increase in competition for the industrial effort. Other colleges and institutions, with budget deficits are out "selling" programs to industry. These programs increase full time equivalent (FTE's) and, thus, help the institution gain needed state support.

This condition is to be expected. Institutions faced with declining enrollments and high staff maintenance budgets must look elsewhere for students. Adult education is the logical answer, and getting to the adult means that cooperation with his or her work place is essential. Often, institutions faced with the enrollment dilemma can honestly justify their action towards cooperative programs by citing the need to service the "long neglected education of adults." However, this "need to serve" became a lot more important as the "need for money" became acute.

Whatever the motivation the programs do help adults. The conditions above come about at

CATCHING-UP

the same time when the industry's need for education and retraining is also most acute. A large majority of young people enter the labor market with high school or college completed. The adult who did not complete high school may find himself/herself at a disadvantage in such areas as job promotion. Thus, the new cooperative efforts aid this adult in attaining the needed educational certification or a recognized skill.

TRAINING & SERVICE

From the industry view, involvement in cooperative programs seems mainly to grow out of two considerations. One is a genuine need for training or retraining. With the advance of technology, employees need new training in order that the company can successfully compete for business. If this is the concern, the industry is often the initiator in the program development. In a similar vein, if the company work force can not read, for example, problems of instruction and safety may arise. Further, if the work force contains non-English speaking groups a program might be needed by the company to assist these people.

The other consideration industry might have in cooperative programs is, "it couldn't hurt." This is often the case with educational improvement programs such as adult basic education. Here the industry might say to the educational agency that is eager for FTE's, "Go ahead and put your program on in my plant, it might do some good." What has often happened in these cases is that the program does improve such areas as employee morale and safety as well as indicate to the plant manager some enthusiastic personnel. Thus, once the program has begun, the industrial agency can look to the effect and see a need they had never before assessed.

A third, but somewhat less prevalent, reason for industry cooperation is an attempt at meeting what some call today a "social commitment." For example, a large insurance company in a major metropolitan area contributes almost total support

to an evening high school and skill training program for the local population. Besides the teacher salaries and materials, the company goes so far as to provide a bus to bring adults to the program site in their main office. In another large city, a bank specifically built a new office in a lower income community with the entire first floor devoted to adult education and counseling. Further, the bank provides an annual grant to primarily fund the program.

Some may look at these efforts and say "Well the bank's grant is tax deductible." Or another might say, "By getting people into the bank and insurance office the company might get new business." However, upon close inspection these views are not supported. Tax incentives never fully cover their costs and the population these programs are serving don't have large bank statements or big insurance policies. Perhaps the reason is "good public relations." But isn't that social conscience?

Whole staces find a strong reason for cooperation. Some states make particular use of cooperative programs and the promises of educational assistance to attract new industry. Much the same as tax rates and resource availability, education is used to lure new and expanding business.

Whether they be developed out of reasons or excuses, cooperative adult education programs are a fact in many states. For whatever the "why" is, the result is assistance to a section of the population that is often eager to learn.

WHO BENEFITS?--WHO PAYS?

The cooperating business or industry can benefit in several ways from participation in adult education programs for their employees. Participation in a cooperative program demonstrates the industry's interest in the worker as an individual. The program can be a boost to workers' morale and job satisfaction, and the program can be related to a safer work place. At one program site visited during this project, all of these were directly related by management to increased production. It is clear that increased production through motivated, safe and more satisfied employees can mean larger profits for industry. Very often profit is the "bottom line" for any type of program or project sponsored by industry either directly or indirectly.

INDUSTRY "DUES"

Industry generally pays for a portion of the cooperative program. Payment may take the form of salaries for program staff, facilities on-site, equipment necessary for training, payment to employees for participation and, most importantly, release time for employees to take part in the program. Industry may also pay for banquets or gifts to honor participants. In some cases, industry may pay for special test fees for participants.

To some industry personnel these payments are investments . . . in human potential which can be beneficial in the long run for both industry and the individual.

PARTICIPANT BENEFITS

Participants are the receivers of the cooperative education program. They are the ones who the program is designed to help. They benefit from the education and training, improved or new skills, and personal growth from the overall experience. They may also benefit from a new job and/or increased pay.

Another dimension of benefits which many participants mentioned during the project site visits was self-satisfaction and pride in accomplishments of reading, writing, and computing.

The ability to read the newspaper with a spouse and children was an often mentioned benefit of the program.

There are benefits to participants that may be long term such as continuous upgrading or improvement on the job. Participants also mentioned the need for recognition for performance on the job and in the educational program. Participants noted that management had taken an interest in them as individuals which they considered important.

The greatest payment on the behalf of employees was the contribution of their time to participate in the program. Additional costs to participants have been transportation, tuition fees, materials, books, tools, and test fees. However, in many programs all or part of these costs are paid by one or both of the cooperating parties.

Also, many participants may qualify for Veteran's Administration payments for participating in the program. The cooperative programs, especially those leading to a high school diploma, qualified for payment of VA benefits to participants. This has worked as an inducement to participate, as one program administrator admitted that enrollment in that cooperative education program has often declined after an individual's VA benefit eligibility terminates.

STATE CONTRIBUTION

The state education agency generally has the goal of contributing to the educational or skill improvement of all citizens. Cooperative programs are one of several ways of meeting this goal. Taxes are paid for the purpose of providing low cost quality education for youth and adults. Investing these taxes in administration, staff, materials, and facilities is one way of providing educational services for specific target populations.

Cooperative programs provide an opportunity for education or training to a larger number of people. Participants in cooperative programs

also become aware of other available educational opportunities. These programs are also a source of revenue for educational agencies. The cooperative program generates FTE (Full Time Equivalents) which is part of the reimbursement formula for most educational agencies.

Taxes support the state education agency's share of the payments for cooperative programs. These dollars are usually invested in the administration and coordination of programs, instructional staff, program evaluation, counseling services, development of instructional materials and facilities.

The local community benefits from a better informed population. In some instances the program can lead to job upgrading and the accompanying increase in salary. Greater citizen participation in the affairs of government is also a tangible benefit to the local community.

COMMUNITY GAIN

Individuals who can find employment, community services, educational opportunities, and housing are likely to move into and stay within a community. Industry, local community leaders, and state educational agencies can work together to assure that these opportunities are available.

The community can assist cooperative programs by providing information to local citizens and by supporting the concept of cooperation between agencies. Community leaders can aid the program by offering their services for speaking engagements, participate on advisory or planning committees, and contacting other industry or business leaders for their support in sponsoring cooperative programs.

When people discuss the cost of a cooperative adult education program there is a tendency to identify the obvious and overlook "real cost." For example, a program may cost $30 per student for twenty students and twenty "class" meetings. This may total $600 which can be used to pay for a part-time teacher and a small amount of materials or supplies. The real cost of the program is

another story. Representatives from industry and the state education agency planned the program. Industry may provide the class meeting space, heat, lights, equipment and release time for students. The education agency may provide books, instructional materials, supervision, teacher salaries and benefits. All of these items have a cost factor attached. Cooperative adult education programs can be started for a small cash outlay when industry and education are committed to meeting the needs of adult; however, real costs are not often identified.

A recent article by Dhanidina and Griffith which appeared in Adult Education, No. 4, 1975, identifies an individual's total cost of approximately $690 for participating in a General Equivalency Development/high school completion program. These data were obtained from a 1971 study of adults in Cook County, Illinois. From this study another set of parameters enter into the determination of the real costs of cooperative adult education programs.

50-50 BASIS

Sponsoring a cooperative program may not be on an exact 50-50 basis. There are situations where industry or education may contribute more than 50 percent of the program support. The important part of a jointly sponsored program is the cooperation between the two organizations to meet the specific needs of adults. There are no set rules which dictate the size of contribution from each organization. Each program is different and will produce different agreements and arrangements for cooperating partners.

It is clear that the primary beneficiaries of these cooperative efforts are the participants who also provide the least monetary support. This has been the case with most public educational programs in the country. Now, however, there is an increasing feeling within the Nation that those who receive the benefits should pay a larger share. This issue at present is being discussed with references to college education. Persons involved with cooperative adult education can not respond "well, it's different." They must be prepared to answer and defend the question of "who benefits and who pays."

THE INDUSTRY VIEW

The education and training of employees has been a major responsibility of industry since the Industrial Revolution. In fact, when one considers all on-the-job, classroom and other types of training, it is easy to surmise that industry is the leading adult education system in the Nation.

Mr. Elliott M. Estes, President of General Motors Corporation, spoke before the American Society of Training and Development at their 1975 National Conference. Much of what he said can help clarify the industry viewpoint on cooperative adult education.

For example, educational programs which desire the commitment and support of industry must relate to the goals and objectives of the company. During the program identification phase of this project, many efforts were discovered that had been terminated because, as the person in charge stated, "the economy is pretty bad so the program had to be shelved." Mr. Estes points out however, that, "when management knows that solid contributions are being made, training activities will still get support even in the face of severe economic conditions." What this is saying is that programs which are clear and are meeting the objectives of both agencies are going to be supported. Those that are not, will be phased out. As one industry representative said during one of the five site visits, "We look at the program and ask, 'is this nice or is it necessary' if it's only nice we'll get rid of it."

NICE
OR
NECESSARY
?

This is not to say industry wouldn't support programs which are not directly related to the profit goal. Some industries, stating a desire to assist the community, may support an effort to aid all local people. However, if times and conditions make that support prohibitive, then the effort will often be viewed as "nice" and dropped.

Cooperative programs can meet the needs of industry. During the five site visits there were numerous occasions where industry management would

point to a program and say "that effort has helped with employee work production because now they (the employees) are able to read directions." Or "that program has improved employee morale and safety procedures." And "that program has helped to train our machinists and free-up our foremen." In each of these, the program can be tied back to a definite industry goal.

"WIDER USE OF EXTERNAL EDUCATION . . . RESOURCES"

Returning to the speech given by Mr. Estes, he laid out some strategy for General Motors with respect to training: "The fourth element in our strategy is the wider use of the external education and training resources that are available. We are trying to develop closer relations with schools, especially high schools and community colleges. . . . We believe this may give industry and education the chance to form a new, more mutually beneficial alliance."

These comments, from one of the nation's leading industrialists, indicated the genuine interest business has in cooperative adult education. Industry in America is ready to support such efforts as long as the objectives are clear and they relate to <u>both</u> agencies goals.

PUBLIC SUPPORT OF COOPERATIVE PROGRAMS

By the very definition of cooperative adult education programs, public money is being expended on these efforts. Since this is the case it would seem that the "public" should be serviced by the results. This has been mentioned in the section on who benefits and who pays.

However, in the programs studied under this project some questions arose which relate particularly to the topic of public support. In one program studied, admission to the skill training effort was restricted to the plant in which the program was held. It may be said that this program was meeting the needs of the public since the people working in the plant were a small and select part of the "public." Thus, the question arises should tax money be spent on programs aimed at such a small and restricted group of people? If all programs were open to all people, many plants with specific requirements and other entrance restrictions could never put on a cooperative program. However if admission is restricted by employment status, then in fact, the company is determining who gets state assisted education. This question of public money for limited access programs will be an important one in the future of cooperative adult education.

WHO IS THE PUBLIC?

In conjunction with the "closed program" concern is the problem of maintaining proper ethnicity in educational programs. Laws forbid the creation of educational programs which are not providing equal opportunity to people of all ethnic groups. If a program is in a plant where all the workers are of one group, is not this a case of an educational program not meeting its equal opportunity objectives?

For example, a company may not be representative of the community in that all its workers are of one identifiable race or sex. The question which arises is: Should the publicly supported educational agency put on a program in such an industry?

GED
-vs-
HIGH
SCHOOL
COMPLETION

Some other irregularities arise with reference to public support of cooperative programs. In some states, for example, a specific dollar amount is paid to the local educational agency for each student enrolled to prepare for taking the General Equivalency Development Test (GED). A different amount is paid for each high school student enrolled. The amount paid for the high school completion student is something like four times the amount paid for the GED student. The result is that the cooperative programs in this state are all for high school completion and the GED, which in many parts of the country is taken as the equivalent of a high school diploma, is only seen as a step towards that goal. This policy of urging high school completion rather than GED completion increases substantially the educational agency's cash flow.

Other problems arise with reference to public support of cooperative programs. For example, in some states when a cooperative educational program is developed, the state pays the educational agency a specified number of dollars per student-hour taken. This is the so called "second Friday" procedure where attendance on the second Friday of the new school year is the enrollment on which the per student dollar amount is based. Nothing prevents the educational agency from also charging the industry for the same class. This is particularly the case when the program is one of skill training where the industry truly needs the trained manpower and is willing to pay. Thus, a double payment is possible, one from the state or the public, and another from the industry.

Finally, public support of "closed" programs may be seen in a different light when the program is a prime reason for the industry moving to that community. Many state development departments use the educational resources of the state to attract business. The promise is that if an industry will move its plant to a region, the state will provide for the training of people prior to the plant opening. Then the company will have trained workers as they begin operations.

In these types of programs public money is expended, but the result is new jobs and new public money. This "investment" often softens the effect of a closed program. However, some serious problems of participant selection again arise. Who will decide on selection to the program? How do equal opportunity requirements affect participation?

The investment of public money is at all times a delicate procedure which requires careful auditing. Cooperative programs can contain many pitfalls and the questions above will need answering before many more efforts can be undertaken.

CONFLICTING AGENCY GOALS - A SYSTEMS VIEW

Dr. James Peterson, a professor at the University of Vermont, recently wrote in the June 1975 issue of Phi Delta Kappan magazine:

> In complex societies such as ours, conflict and tension can develop at the interface of coexisting systems where people, decisions, or activities overlap. This stress can either strengthen both systems or increase the strength of one while weakening the other. In the latter case one becomes a subsystem, a mere component of the more powerful system and at the extreme, looses its identity with an accompanying deterioration of its goal and values. However, such a confrontation between two systems can take another direction. Dialogue may bring about a clarification and formation of revised values and goals.

SUBSERVIENT TO A STRONGER SYSTEM

It can easily be seen that cooperative adult education programs are prime examples of interface between the educational and industrial system. Moreover since they are a somewhat new effort, the possibility of the worst conditions arising as described by Dr. Peterson are enhanced.

It would be less than honest if this study were to report that in all cases uncovered, both the educational system and industrial system remained strong. Rather there are many instances where one of the two parties had given over completely to meeting the other's goals at the expense of meeting their own purposes. Furthermore, it was usually the state educational agency which abandoned its primary goal in lieu of the industry.

What this generally comes down to is that an educational agency, in its sincere effort to develop programs, forgets that it has a responsibility to the entire public. This is not done with intent, rather it is a natural result of wishing

to cooperate with the stronger and more forceful industrial system. Thus, such important areas as follow-up on program dropouts and career counseling are dropped because there is a fear the industrial party would not approve.

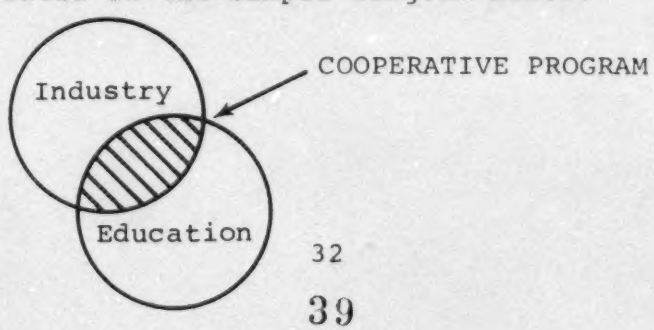
This is not meant to single out the industrial party as the villain. In fact, there is the possibility that the business might have its goals bent to the will of a strong educational agency. However, it is apparent that industrial personnel are often held in "awe" by educators. For whatever reasons, the result of the apparent feeling is that educators are often afraid of "rocking the boat" when dealing with industrialists. This is not a healthy ingredient for cooperation.

The only way the two systems can truly cooperate is if both agencies know their goals, believe in those goals and make those goals known to each other early in the planning of a program. Then, if there is an obvious conflict it might be worked out, or the conflict might be so deep that further discussion is useless. Whichever is the case, both parties are stronger because of the effort.

MAINTAINING GOALS AND BOUNDARIES

Naturally goals may be altered. This alteration can be done in two ways. First, the goals can be altered because in coming in contact with another system, one agency sees an area it would like to become involved with and makes the appropriate change in goals to include that need. On the other hand, goals may be changed because an excuse is needed to justify some change in action. In the second case, a system might change its goals as a means of satisfying the more dominant system.

Finally, when two systems cooperate for an adult program it does not follow that they are involved totally with one another. This may be illustrated in the simple diagram below.



Here we are representing industry and education as two circles. Where they overlap is the cooperative program. As long as both systems interact within the shaded area there is a minimum of conflict. When one or the other tries to move into the non-shaded area of the other system, problems arise.

For example, education can not expect to interfere with industry's hiring practices. On the other hand, industry can not expect to have a say in the educational agency's employment of staff. Only within the cooperative program can the two agencies interact. Anything outside of that is detrimental to the effort.

As Dr. Peterson has so well put it, two systems interacting can cause both to be strengthened or one to be weakened. The outcome is generally dependent on how strong each system holds it own goals. Naturally, in any effort there is "give and take." However, when one system does "all the giving" and the other "all the taking" it's no longer cooperation but subservience.

AGREEMENTS

"A VERBAL AGREEMENT ISN'T WORTH THE PAPER IT'S WRITTEN ON!"

The understanding between two or more agencies for the delivery of an education program for adults may be verbal, written, formal or informal. The end result is a clear recognition of WHO does WHAT, WHERE, WHEN, and HOW.

Verbal agreements do exist in many cooperative programs. They serve a purpose and they can be effective. However, a verbal agreement is subject to interpretation by both parties. The cooperating parties may need to refer to the agreement from time to time and a verbal agreement is impossible to refer back to, especially if one of the parties is missing, moved or replaced.

Sam Goldwin, the famous movie producer once said, "A verbal agreement isn't worth the paper it's written on!" This may be a bit strong with reference to a cooperative adult education program, but the questions the statement raises are clear. Furthermore, how many other businesses daily proceed on a "verbal" basis? How much equipment is purchased on a verbal basis? How many large orders are on a verbal basis? Not many. All industries want records of transactions because they serve an important purpose. Should an educational program be any different?

Written agreements can be revised and referred to in their original form as needed by the cooperating parties; furthermore, written agreements can be disseminated to all people involved in the program. This allows administrators, teachers and staff to know clearly what is required of them. Participants, if the written agreement is available to them, know what is supposed to be offered to them by the cooperating parties. Publicity, publications, recruitment and evaluation can be greatly facilitated by a written agreement.

The written agreement is a starting point for the cooperative program, these can specify:

WHO	. Who has the responsibility for program activities?
	. Who will be the participants?
WHAT	. What are the program goals, objectives, activities?
WHERE	. Where will the program take place (on/off plant site)?
WHEN	. When will the program be offered?
HOW	. How will the program be financed?
	. How will the program be evaluated?
	. How do the cooperative parties know that the program is complete?
	. How much does the program cost the cooperating parties? Participants?

Formal agreements may take the form of a legally binding document prepared by attorneys of each party. These types of agreements, however, may be intimidating to one of the agencies. Although, in some instances it may be desirable for the cooperating parties to have a legal document specifying the items, activities, materials and services to be supplied by each agency. The type of document should meet the needs and desires of both the cooperating parties.

Informal agreements may take the form of a letter, memorandum, or listing of activities which each party will take responsibility for doing. In this case, the format of the agreement is not as important as is the information contained in the document. Each item in the agreement is clarified for the cooperating parties. They can refer to the informal agreement and make changes in responsibilities as needed.

All parties can benefit from cooperative agreement which specifies program goal, objectives,

	activities, locations, times and expected outcomes as the result of participation. Verbal agreements were evident in the program studies; however, where written documents were available there appeared to be a better understanding of the program by all concerned.

THE UNION ROLE

PRIORITIES

Like industries, unions have a long history of doing adult education. These efforts have most often focused on apprenticeship training, but many labor organizations have expanded into assisting workers in mastering such areas as reading and computation. Labor unions have established training centers, funded through contract agreements, where workers' job skills are upgraded and where other subjects like communication, math for work and daily living, and social studies are also taught. Thus, involvement in cooperative programs, especially when these programs are sponsored by industry management, must be seen in the light of what is already in existance for unions.

As with any organization, labor unions have goals and objectives around which priorities for action are built. Therefore, when new efforts come along they can only be given attention after the primary concerns are met. This again is similar to industry management asking, "Is the program nice or necessary?"

Labor organizations have as their goal the betterment of their members working conditions. Thus, priorities are mainly in the areas of job safety, wages, job security, and apprenticeship training. Other efforts, such as cooperative adult programs, can only be given time and energy so long as the first priorities are met. It is increasingly difficult for labor to become involved when key labor officials are also full-time workers. Thus, time is of a premium and involvement in non-priority efforts is difficult.

COMMUNICATORS

Labor organizations can be key communicators in cooperative efforts. They can be most effective in encouraging their membership to attend programs. With their early and continuous involvement unions can be a great aid in reaching potential participants.

One concern developing out of involving labor and management in cooperative programs is the natural and necessary adversary relationship between

the two groups. The unprepared educator may find himself or herself in the middle of a dispute between the two. This adversary role is necessary to contract negotiations and to expect it to disappear during a cooperative program is foolhardy. Industry management, labor leaders, and the educators once recognizing that relationship, may be able to use it to produce an even better cooperative program.

One question often asked by persons not familiar with labor organizations is, "Who should be contacted when looking for union involvement?" It is clear that unions like all organizations have their own bureaucracy--a way of handling information and requests. The procedures vary from organization to organization, but most begin at the "grassroots." That is, the first person to be involved in programs is the plant union leader. He or she may have an educational director or the request for involvement may go to a local or regional committee. In the programs studied, the first contact seemed to be most successful when made at the local level.

THERE IS A NEED FOR ALL THREE

One local labor official at a site visited during the program said, "A really good program will have three groups involved: the local union, the industry management, and the educator." Labor organizations can be an important part of any cooperative effort.

PROGRAM COMMITTEES:

WHO NEEDS THEM?

FRILL OR FUNCTIONAL

Organizing individuals from the local community, areas of specific expertise, and potential participants into a cooperating, action oriented group can be a chore. The key to efficient use of "advisory" committees is to have a specific purpose for the group. Nobody likes to "rubber stamp." Individuals do like to have the opportunity to help to plan, to create, to evaluate activities in their area of expertise.

A planning group can assist the cooperative program director and staff in identifying the potentials and problems with a cooperative program. They can review procedures, plans, objectives and resources for the effect. They can identify additional resources or short cuts to obtain desired results.

Key members of any advisory group for cooperative programs are the potential participants. These are the ultimate consumers of the program. Participants can specify convenient "class" locations, timing, content, and assist in the evaluation of the cooperative program. Though many would agree to the importance of participant input it is very rarely found in any educational program. Generally, the excuse is that they (the participants) "just don't understand." That is perhaps the best reason for seeking their involvement.

"THE DIRECTOR'S PEOPLE"

An important issue is the selection of members to the advisory committee. On one hand the director needs to be able to work effectively with the group. On the other side it may be desirable to have a broad representation on the committee. A compromise between these concerns is ideal but difficult to accomplish. If the program director selects the committee, the natural tendency is to pick those persons he or she is comfortable with, who "think" the same. This procedure then puts the director in control, but eliminates important issues which might be raised by someone who is not of the "same mind" as the program director.

Thus, membership on the advisory committee takes on some opposing questions. These programs are action oriented and designed to meet a specific need with scarce resources. Having a committee that is oriented to getting-the-job-done is appealing. However, a rubber stamp operation can be a problem. A committee, representing several points of view, can be helpful to the program administrator and staff. However, different viewpoints can cause the committee to "bog down" on many issues and then slow progress. The caution for the program administrator in working with such a diverse group of individuals is loss of purpose or direction. On the other hand a homogeneous group can miss important considerations.

SPECIFIED PURPOSE

The purpose of the advisory committee should be clear. The type of assistance and contribution solicited from each committee member should be clearly stated. Advisory committees that were working at several program sites had three things in common: broad representation, specific tasks to perform, and access to resources or contacts to make recommendations happen.

LEADERSHIP IN COOPERATIVE PROGRAMS

NECESSARY STRENGTH

At times, when studying almost any type of program, be it educational, industrial or recreational, there is the tendency for the researcher to say: "nothing matters but leaderhip!" That is to say, given a good, strong and energetic leader, no matter how wrong everything else is, the program comes out looking great. This same thing is heard in all fields. A great general can win battles despite poor equipment. A great manager can produce with limited manpower.

In many respects this is true of cooperative adult education programs. The one constant over the programs interviewed and visited was a dynamic leader. Many times this leader did not have formal adult education training but because he or she was enthusiastic, strong and willing to try, the programs were successful.

Strength of leadership is perhaps even more important in cooperative programs than in many other types of efforts. The reason is quite clear. In cooperative programs, the leader has in many respects, two bosses. The leader is often the linking-pin between two agencies and is held accountable by both for the success of the program. Only a strong leader would be attracted to such a position. Further, these are often new ventures. Charting the unknown attracts the dynamic leader.

However, the very strength of the leader may be the true weakness of the cooperative program. The leader, who is often the sole link between the two agencies, has enormous responsibilities. For if that link is removed, for whatever reason, the program no longer exists. And, if other bridges are not built between the two agencies, rebuilding the program can be an agonizing experience.

POSSIBLE WEAKNESS

Strong leaders are often adverse to dealing with advisory committees. These people see these steering groups as "anchors" on progress. The committees take time and that time could be better

spent on developing new contacts. Thus, the strong leader without any advisory committee naturally becomes the sole link and as such, controls great power. If the program is of some importance to both agencies, the leader becomes absolutely necessary to the cooperative parties.

This is not to portray the leaders of cooperative programs as power hungry. The very need of cooperative programs for strong leaders who can take the responsibility from two agencies, meet problems and people head-on, and develop strong efforts, is also the possible greatest weakness. If the leader is so strong that she or he "is the program," and other bridges are not in existence, then the adult cooperative effort is so dependent on one person that the possibility for problems is great.

STAFF BACKGROUNDS

Should all staff members in cooperative adult education programs be formally trained in adult education? University adult educators may quickly answer this question "absolutely yes." However, it was discovered that many of the programs identified in this project were not staffed by formally trained adult education specialists.

Perhaps it would be advantageous to look at the different staffing positions within a cooperative program and determine how formal adult education training applies to the tasks that need to be performed.

NECESSITY OF FORMAL EDUCATION?

The program director is generally a planner, coordinator, organizer, evaluator, facilitator and reporter. In a large cooperative program some of these responsibilities will be delegated to other staff. Administrators of small program enrollments may perform all of the above roles in addition to teaching and counseling.

Administrators of large cooperative programs may not have education or experience in teaching adults. In this case they are not teachers but program directors which demand special administrative skills. Personnel responsible for small enrollment type program, on the other hand, will likely require a wide range of skills in administration, adult teaching and counseling. However, at all sites visited during this project, administrators of both small and large programs were not teaching adults.

In one large program the administrator had no adult education training but had specialized earlier in communications. This background was a definite asset in meeting with company executives, planning staff development and keeping the community informed.

The person who teaches adults will perform many roles. For example, he or she will likely be an instructor, a friend, helper, counselor, peer, leader and motivator. All of these roles require education, experience, understanding and

the desire to work with adults. Formal training (e.g., Masters and/or Ph.D.) in adult learning, characteristics of adults, learning theories, curriculum development, evaluation and counseling are often required skills of the teachers in order to perform these tasks.

It was clear in the programs studied that teachers need additional characteristics that are not found in a formal education program. As an example, teachers need to be willing to work with adults that are different from themselves and who are not like the students the instructor is familiar with. Further, instructors will need the desire to work in non-traditional surroundings and cope with situations not found in public schools.

There appear to be specific tasks that counselors will perform in cooperative adult education programs. These tasks might include assessing adult performance levels, screening and placement, academic and personal counselings and follow-up on persons leaving the program. From these tasks it is clear that formal and intensive training may be necessary to adequately serve the adult.

DEPENDS UPON THE POSITION

From this discussion it appears that, as expected, different roles in the cooperative program require different levels of adult education training. The persons directly relating to adults, teachers and counselors, it would appear need specific skills in learning theories, instruction, and counseling. On the other hand, directors of these types of efforts seem to need expertise in communications, administration, evaluation and be able to identify resources, people and materials, to carry out the program.

LOCATION OF COOPERATIVE PROGRAMS: ON/OFF PLANT SITE

CONVENIENCE

When the cooperative adult education program is located on-site, that is at the business or industry where the primary population is located, there are several benefits to participants who work at that facility. The meeting place for the program is convenient to the participant because in most cases, he or she can walk to the class area. Most program directors and participants interviewed stressed the need for locating the program close to the participants work area because it is easier to go to class where they work than to drive home and return to a program site.

There are advantages for the instructor when the class is close to the participant's work. Instructors can observe the different jobs and tasks participants perform and relate the program content to experiences on the job. Instructors benefit in learning about the overall industrial operation and the work conditions that the participant experiences each day.

THE LAW

When programs are cooperatively sponsored by state supported agencies (e.g., local schools, community colleges, etc.) the program, by law, very often has to be open to the public. Having the industrial facility open to the general public can cause problems for the company. For example, opening the industry to non-employees will almost always have some affect on the insurance paid by the company. Thus, safety may become a prime consideration in locating the program on site. Also, involving participants from the local community has some obvious impact on the program budget and facilities. The cooperating parties will need to determine the maximum number of people to be served. This information will enter into the decision to have the program on or off site.

All of these situations should be understood and incorporated into the planning efforts for the cooperative program. Advertisements, announcements, and publicity should specify special arrangements, local conditions and costs of the program to participants, both employee and non-employee.

TRANSPORTATION

Locating the cooperative program off the plant site may have some advantages. For example, if the industrial area is hazardous or if the conditions are offensive to instruction or concentration, the program administrator may want to choose a class site away from the work area.

On the other hand, offering the cooperative program off-site may cause some hardships for participants who "car pool" for rides to work. Also participants prefer to come to one location for both work and program participation.

The program administrator will be concerned with offering the program in a facility that is non-threatening to participants. Given the choice between a local school and another facility, such as a union hall, of equal accommodations the administrator may select the union hall.

When offering the program off site there may be a tendency to loose the spirit of cooperation between industry and education. Programs conducted on site are visible by plant managers and supervisors and thus their importance is strengthened.

ATTRACTIVE SCHEDULING

Many industrial firms operate on 2- or 3-eight hour blocks of time or "shifts." Using 3-eight hour shifts as an example, several schedule alternatives are possible when planning a cooperative program. Programs can be offered at the end and beginning of shifts like 3-5 p.m. with the first shift scheduled for 8 a.m.-4 p.m. and the second shift time being 4 p.m.-12 midnight. Participants can take advantage of the program by either stopping in after work (4-5 p.m.) or coming in early (3-4 p.m.). Several programs interviewed during the project were held at the end of the first, second or third shifts. There was no attempt to overlap the time to accommodate two shifts.

Other programs interviewed were held on company time. One program was scheduled for selected days regardless of the participants

work demands. Another program was held on Saturdays which was the day off for most participants. At one program location employees were given compensatory time for participation. However, participants were requested to take their "time off" during the off season or slow work periods.

One point that should be noted is that there tends to be a slight preference for the after shift class time rather than before shift. This preference seemed to be related to relaxing after a hard day's work, car pooling, individual preferences, and working conditions.

All of the programs interviewed or visited "on site" were part of a larger adult education effort. Adult education classes were held in public schools, community facilities and business or industry. This is an important point when considering the need to offer programs to as many local adults as possible. Cooperative adult education programs is one attempt to take educational opportunities to the people.

When examining all programs interviewed and visited on site it is apparent that participation varies by on or off site location. On plant site programs had a majority of employees in attendance with very few people representing the local community (e.g., non-employees). When the program is conducted off site there are more local residents and fewer specific employees attending "classes."

The main objective identified in the issue is providing accessible and convenient "class" areas for participants. Participants may be employees and non-employees. On or off site, before or after shifts, compensatory time or no release time does make a difference in the number of people participating in the cooperative program.

DEVELOPING INTER-AGENCY CONTACTS

In order for a cooperative adult education program to begin, someone in one agency has to contact a person in the other agency. The question of who makes that first contact, and to whom it is made, is an interesting one.

Throughout the study of programs in this project it was generally found that a person from the educational agency made the first move. Sometimes this first move was made in the form of developing an industrial advisory committee in a particular region. In this case the educational agency either drew upon an existing link with the business community (using a member of the board of trustees as an example) or the educational agency started "cold" by sending out invitations to a luncheon meeting. These industrial advisory committees would often have more than one purpose, such as school graduate placement, but they would also provide a basis to discuss adult training and educational needs which lead to programs.

THE SALESMAN APPROACH

Another method used by educational agencies in fostering cooperative programs was a more direct approach. Here a representative of the school or college would make an appointment with someone in an industry and go and talk about the educational program offered and/or the plant training needs. The person making the call was often the director of the cooperative program at the educational agency. However, in some cases the proposed instructor would make the first call and create the link.

There was a noticeable difference in approach depending upon the type of program offered. With the general education programs, such as preparing for the General Equivalency Development Test (GED), the contact from the educational agency was often made by the program director or teaching staff. In those cases the program was generally "sold" on the basis of helping the employee at low or no cost to the industry. With skill training programs, there was occasionally the use of a "professional salesman." This would be a person who made calls on local industries to identify needs, get the industry and an instructor together

but not participate in the operation of the program. In these cases the person's role was to get the two agencies together and then "on to the next call."

So far the discussion has been dealing with the "push for the program" coming from the educational agency. This is not always the case. In some programs it is the industry which makes the first contact. Here it is found that an industry would identify a training need, look at their own capacity and then, if it was a better alternative, contact an educational agency. Most often the contact was made by the training director.

Many industry contacts were made as follow-on requests. That is, once a cooperative program was in operation other opportunities would lead the training director to ask for additional cooperative efforts. Also, some programs would phase in-and-out depending on an educational need. The continuation was often initiated by the industry.

These somewhat official or planned contacts were not always found. For example, in one program the effort was begun because the spouse of the local director of adult education was employed at a large local industry. This opened the door and gave the cooperation a beginning. In other programs top officials of the two agencies met in social situations and the program developed out of these informal conversations.

BUREAUCRACY AT WORK

When contacts are made it is interesting to note the bureaucracy at work in both agencies. One educational agency program director said that all contacts should be made at the plant manager or company president level, going right "over" the personnel and training departments. This may or may not be a "good" procedure. It is true that quicker action will be taken by top industry officials, but resentment on the part of the personnel or training staff through which the program must operate can destroy the program.

Likewise, an industry contacting the chief administrative officer of an educational agency where there is a designated officer of continuing education can also lead to difficulties. The problem here is that very often such a department is created but its existence is not made known to the industrial community.

In summary, it is clear that in order for a cooperative program to begin, someone from one of the two agencies must make the "first move." Who does this and to whom the contact is made depends upon the program and the nature of the two organizations.

APPENDIX A

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APPENDIX A (continued)

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